

## **Evaluation Report St. Croix River Crossing Collaborative Process**

This report provides an evaluation of the St. Croix River Crossing Collaborative Process. The evaluation findings in this report are based on the process participants' responses to an end-of-process questionnaire administered by the U.S. Institute for Environmental Conflict Resolution. Of the 27 participants, 18 completed an evaluation, a 67% response rate. The results shed light on how the respondents valued the process and the associated outcomes. The criteria evaluated and reported are based on the U.S. Institute's evaluation model for collaborative processes (Figure 1).

Through the use of descriptive statistics (including the mean, standard deviation and percent frequencies) this report summarizes respondents' feedback. For the majority of questions the respondents are asked to provide a rating based on a 0-10 scale labeled at the midpoint and the endpoints<sup>1</sup>.

To help the reader interpret the findings, the ratings are collapsed into four levels of agreement with the evaluation statements:

*0 - 10 Rating Scale*

Not at all		Weakly			Moderately to mostly			Very much so		
0	1	2	3	4	5	6	7	8	9	10

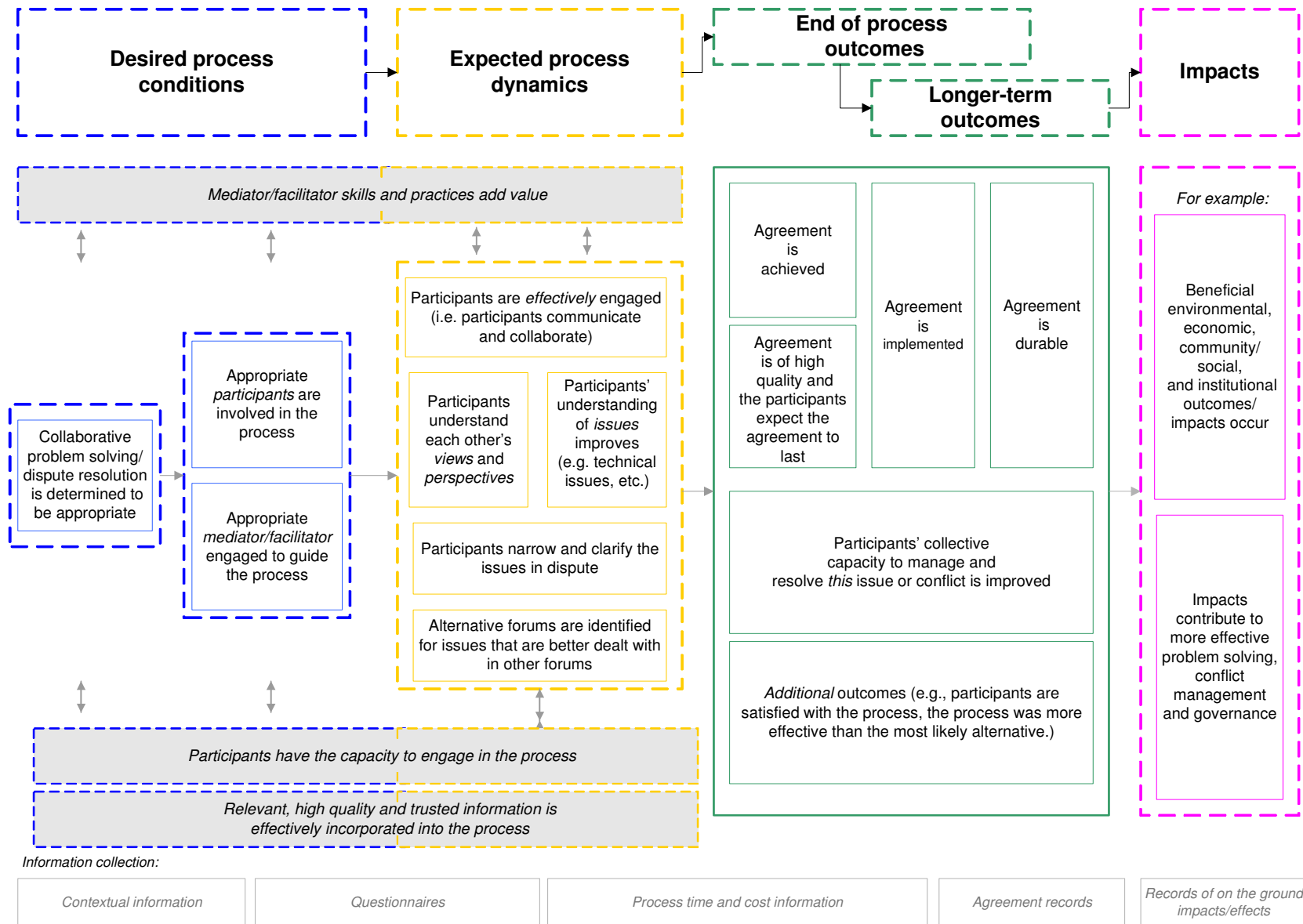
The four levels of agreement are suggested interpretations; we strongly encourage the reader to draw their own conclusions based on the data provided.

Responses to open-ended questions are provided in full in this report. Consistent with the U.S. Institute's confidentiality protocols, the information is reported without reference to the identity of individual respondents.

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<sup>1</sup> On an agreement scale a "0" is labeled "do not agree at all", a "5" is labeled "moderately agree", and a "10" is labeled "completely agree".

**Figure 1. Evaluation Model for Collaborative Processes**



## RESULTS OF NOTE

**Full or partial agreement** was reached according to **94% of respondents** (i.e., 22% reported agreement was reached on *all* key issues, 67% reported agreement on *most* key issues, 5% reported agreement *some* key issues). **6%** of respondents reported no agreement was reached, and that [the process ended] **without making much progress**). (Page 10)

The most frequently identified accomplishments were "the **relationships** among parties improved" and "an **impasse (stalemate) was broken**". (Page 17)

**All respondents (100%)** moderately to strongly felt "**the facilitators dealt with me in a fair and unbiased manner**". (Page 6)

**94%** of respondents felt that "**all participants had full access to relevant information they needed in order to participate effectively in this collaborative process**". (Page 7)

**All respondents (100%)** felt they had built strong enough relationships with each other to ensure that the agreements reached will last. (Page 11)

**82%** of the respondents were somewhat to totally **satisfied with the process used**. (Page 13)

**81%** of respondents were somewhat to totally **satisfied with the results of the process**. (Page 13)

When asked to **compare** the effectiveness of the collaborative process to the likely alternative **if they had not participated in the collaborative effort** (Page 16):

86% of respondents moderately to strongly felt the collaborative process *more effectively addressed the issues* or resolved the conflict.

85% of respondents moderately to strongly felt the collaborative process *better served the interests* of the participants.

93% of respondents moderately to strongly felt the participants are *more likely to be able to work together* in the future on matters related to this case.

71% of respondents moderately to strongly felt the results of the collaborative process are *less likely to be challenged*.

93% of respondents moderately to strongly felt the collaborative process *will lead to a more informed public action/decision*.

All respondents (100%) who felt the collaborative process was *more expensive* said *the extra costs were worth the investment*.

**88%** of the participants feel the **benefits of the process will outweigh the costs**. (Page 17)

**88%** of respondents moderately to strongly felt they "**would recommend this type of process to others in a similar situation without hesitation**". (Page 14)

**WE STRONGLY ENCOURAGE THE READER TO DRAW THEIR OWN CONCLUSIONS BASED ON THE DATA PROVIDED IN THIS REPORT.**

## DESIRED PROCESS CONDITIONS

Appropriate participants are involved in the process	Number of Responses (n)	Percent <sup>2</sup> Frequency (%)	
Were all the participants that were needed part of the process? (Q10) <sup>3</sup>	11	Yes	65%
	6	No	35%

Please elaborate if you would like to clarify: (Q10)

- *A key participant drifted away*
- *Transit users, present or future, were not at the table.*
- *St. Croix Co. planning and zoning should have been involved as a stakeholder. We worked around this by involving them "off-line" in discussions on pertinent issues.*
- *MN DEQ*
- *Perhaps the Minnesota Pollution Control Agency and Met Council should have been participants*
- *I feel all were part; a couple "quit" or refused to continue and a couple moved to a different "sand box" to play in.*
- *In some aspects interests were over-represented. Several organizations focused on the same issue of preserving historic lift bridge.*

<sup>2</sup> All percentages are rounded to the nearest whole number so there may be minor rounding errors (i.e., percentages may not equal 100)

<sup>3</sup> The numbers in brackets represent the question numbers as they appear on the evaluation questionnaire.

Additional feedback on the group of participants and their authority	N <sup>4</sup>	Distribution of Responses Percent (%) of Respondent Ratings											Mean <sup>5</sup> (Std)
		0	1	2	3	4	5	6	7	8	9	10	
The extent to which the absence of participants had a <u>negative</u> impact on the collaborative process. (Q11)	13 N/A=4 <sup>6</sup>	23%	46%				23%			8%			3.46 (2.63)
							31%						
The participants had sufficient authority to make commitments on behalf of their organizations. (Q12b)	17	0%	0%				24%			76%			8.12 (1.62)
							100%						

Appropriate mediator(s)/facilitator(s) engaged to guide the process <i>Note: Two facilitators assisted with this process. Their ratings are aggregated into the "facilitator team ratings" reported below.</i>	n	Distribution of Responses Percent (%) of Respondent Ratings											Mean (Std)
		0	1	2	3	4	5	6	7	8	9	10	
The extent to which you were confident, at the start of the process, that he/she was an appropriate mediator/facilitator to help guide the process. (Q13a)	17	0%	12%			41%			47%			6.76 (2.14)	
						88%							

Parties have the capacity to engage in the process	n	Distribution of Responses Percent (%) of Respondent Ratings										Mean (Std)		
		0	1	2	3	4	5	6	7	8	9		10	
The extent to which you had the skills needed to participate effectively in this process. (Q18a)	17	0%		0%				29%	6	7	8	9	10	8.18 (1.38)
The extent to which you had the time needed to participate effectively in this process. (Q18b)	17	0%		12% <sup>7</sup>				24%	6	7	8	9	10	7.53 (2.03)
The extent to which you/your organization had the resources needed to participate effectively in this process. (Q18c)	17	0%		6%				12%	6	7	8	9	10	8.00 (1.77)

<sup>4</sup> "n" refers to the number of responses.

<sup>5</sup> The mean is the average score and the standard deviation shows how much the ratings are spread out around the mean. The larger the standard deviation, the more spread out are the respondents' ratings. Note the means and standard deviations are used to represent the average and typical spread of values of variables. When data show great variability and, in general, the distribution of responses to questions is not Gaussian normal (i.e. a bell shaped curve), traditional measures of central tendency such as the mean can be misleading.

<sup>6</sup> "N/A" refers to the number of respondents who checked "Not Applicable".

<sup>7</sup> Aggregate percentages for some measures do not equal 100 due to rounding errors.

## EXPECTED PROCESS DYNAMICS

Facilitator skills and practices add value <i>Note: Two facilitators assisted with this process. Their ratings are aggregated into the "facilitator team ratings" reported below.</i>	n	Distribution of Responses Percent (%) of Respondent Ratings											Mean (Std)
		0	1	2	3	4	5	6	7	8	9	10	
The extent to which the mediator/facilitator made sure we had a realistic work plan and timeline for the process. (Q13b)	17	0%			6%			24%		71%			8.12 (1.69)
								95%					
The extent to which the mediator/facilitator dealt with me in a fair and unbiased manner. (Q13c)	17	0%			0%			0%		100%			9.35 (0.79)
								100%					
The extent to which the mediator/facilitator made sure that the views and perspectives of all participants were heard and addressed. (Q13e)	16	0%			6%			6%		88%			8.69 (1.74)
								94%					
The extent to which the mediator/facilitator made sure that no one dominated the process or other participants. (Q13f)	16	0%			13%			13%		75%			7.81 (2.29)
								88%					
The extent to which when things got tense, the mediator/facilitator was able to help us find ways to move forward constructively. (Q13d)	17 N/A=0	0%			0%			6%		94%			9.06 (0.83)
								100%					
The extent to which the mediator/facilitator helped us manage technical discussions efficiently. (Q13g)	15 N/A=1	0%			7%			7%		87%			8.33 (1.68)
								94%					
The extent to which the mediator/facilitator assisted us in making sure that options for addressing the issues or resolving the controversy are implementable. (Q13h)	16	0%			6%			25%		69%			7.56 (1.79)
								94%					
The extent to which the mediator/facilitator was useful in helping us to document our agreement(s) appropriately. (Q13i)	16	0%			6%			19%		75%			8.13 (1.82)
								94%					
The extent to which you would recommend the mediator/facilitator to others in a similar situation without hesitation. (13j)	17	0%			6%			0%		94%			9.09 (1.52)
								94%					

Relevant information is incorporated into the process	n	Distribution of Responses Percent (%) of Respondent Ratings											Mean (Std)
		0	1	2	3	4	5	6	7	8	9	10	
We worked effectively to identify information needs. (Q15a)	18	11%		0%			22%			67%			7.33 (2.81)
							89%						
All participants had full access to relevant information they needed in order to participate effectively in this collaborative process. (Q15c)	17	6%		0%			29%			65%			7.53 (2.29)
							94%						
The validity of the information used in this process was accepted by all of the participants. (15d)	18	6%		11%			56%			28%			6.17 (2.28)
							84%						
The process helped you gain a more complete understanding of the issues in this case/project. (15e)	18	0%		11%			22%			67%			7.56 (2.33)
							89%						

Participants are effectively engaged (i.e., participants communicate and collaborate	n	Distribution of Responses Percent (%) of Respondent Ratings											Mean (Std)
		0	1	2	3	4	5	6	7	8	9	10	
The participants continued to be engaged so long as their involvement was necessary. (Q12a)	16	0%		6%			13%			81%			8.19 (1.97)
							94%						
The extent to which the participants sought options or solutions that met the common needs of all participants. (Q14c)	18	6%		6%			28%			61%			6.94 (2.48)
							89%						
The extent to which the participants, as a group, represent an appropriate range of all affected concerns. (Q14b)	18	11%		0%			11%			78%			7.78 (2.84)
							89%						
The extent to which the participants worked together cooperatively on the key issues in this case or project. (Q14a)	17	0%		0%			41%			59%			7.59 (1.50)
							100%						
The extent to which trust was built among the participants. (Q14d)	18	6%		0%			22%			72%			7.39 (2.40)
							94%						

Participants understand each other’s views and perspectives	n	Performance Category Percent (%) of Respondent Ratings											Mean (Std)
		0	1	2	3	4	5	6	7	8	9	10	
The extent to which the process helped you gain a better understanding of each other’s views and perspectives. (Q14e)	18	6%	0%	17%	78%	8.00 (2.20)							
							95%						
The extent to which other participants understood your views well enough that they could state them accurately. (Q14f)	17	0%	0%	29%	71%	7.76 (1.09)							
							100%						

Participants' understanding of issues improves (e.g. technical issues, etc.)	n	Distribution of Responses Percent (%) of Respondent Ratings											Mean (Std)
		0	1	2	3	4	5	6	7	8	9	10	
I understood all important information and data used in this process. (Q15b)	18	6%		0%			11%		83%			7.83 (1.92)	
							94%						

Participants identified and clarified the key issues that had to be addressed	n	Distribution of Responses Percent (%) of Respondent Ratings											Mean (Std)
		0	1	2	3	4	5	6	7	8	9	10	
The extent to which the process helped you identify and focus on the key issues that had to be addressed. (Q14g)	18	0%		6%			11%		83%			8.11 (1.57)	
							94%						

Alternative forums are identified for issues that could not be handled through this process	n	Distribution of Responses Percent (%) of Respondent Ratings											Mean (Std)
		0	1	2	3	4	5	6	7	8	9	10	
The extent to which the process helped you identify appropriate alternative ways for dealing with issues that could not be handled through this process. (Q14h)	14 N/A=4	0%		0%			36%		64%			7.79 (1.42)	
							100%						



Please indicate which actions are <u>most likely</u> to be used by you (or the agency, interest or organization you represent) to try to address the issues that were <u>not</u> addressed or resolved through this collaborative process. (Q7 - Check <i>all</i> that apply)	Number of Responses
<b>Note:</b> Six respondents checked "Not Applicable" i.e., all key issues were resolved	
I (or the interest I represent) will likely engage in some significant litigation effort. (7a)	2
I (or the interest I represent) will likely engage in an abbreviated or limited duration court proceeding (i.e., a temporary restraining order, disposition motion or meeting with a judicial officer, etc.). (7b)	1
I (or the interest I represent) will likely engage in an administrative hearing or contested case process. (7c)	1
I (or the interest I represent) will likely engage in a rulemaking process. (7d)	1
I (or the interest I represent) will likely seek some legislative remedy or solution. (7e)	2
I (or the interest I represent) will likely do nothing for now and just wait. (7f)	5
I (or the interest I represent) will likely engage in another collaborative process. (7g)	4
Other (please specify) (7h)	3
<ul style="list-style-type: none"> <li>▪ <i>We think the cost of the new bridge may delay it further</i></li> <li>▪ <i>Propose additional MOU among FHWA, MNDOT, MNSHPO, Cities of Stillwater and Oak Park Heights as to SIGNAGE.</i></li> <li>▪ <i>Allow the regulatory agencies to do their "thing"!!</i></li> </ul>	

## END OF PROCESS AND LONGER-TERM OUTCOMES

Agreement is Achieved (Q5).	Percent Frequency and Number of Responses		
Agreement reached on <i>all</i> key issues.	22% (n=4)	94% (n=17)	Full or partial agreement reached
Agreement on <i>most</i> key issues.	67% (n=12)		
Agreement on <i>some</i> key issues.	5% (n=1)		
No agreement on any key issues, but progress was made towards addressing the issues or resolving the conflict.	0% (n=0)	0% (n=0)	Progress was made but no agreement
No agreement, we ended the process without making much progress.	6% (n=1)	6% (n=1)	No agreement and little progress made

### Additional comments: (Q5)

#### **Agreement on all key issues:**

- *One exception - one of the NGO's pulled out of the process*

#### **Agreement on most key issues:**

- *While not critical to the NEPA process, I had hoped we could finalize the MOU on Municipal Consent with Oak Park Heights. We are close, but not quite inked yet.*
- *I felt there were very few dissenting or adamantly non-moving but very vocal individuals in the group. These very minority members did dominate the time spent in most meetings. Much time was spent on minor issues (but not minor to the vocal few) like lights.*
- *My issues were agreed upon, others may not have been - completely. But overall I think all concerns were achieved and all participants were in agreement*

#### **Agreement on some key issues:**

- No participants in this category gave additional feedback.

#### **No agreement, ended without making much progress:**

- *(Name of Organization) objective is to prevent the new bridge. We submitted an alternative plan that was very detailed. It was rejected both in the EIS proper and by stakeholders process. A few elements that have no impact on the new bridge were offered as a booby prize - post bridge transit study, for example.*

Agreement is of high quality and the participants expect the agreement will last (Q6)	n	Distribution of Responses Percent (%) of Respondent Ratings											Mean (Std)
		0	1	2	3	4	5	6	7	8	9	10	
Note: No respondents checked "Not Applicable" i.e., no agreement was reached													
The extent to which the agreement effectively dealt with key issues in the case. (Q6d)	18	6%	0%	17%			78%					8.00 (2.25)	
				95%									
The extent to which the agreement, if implemented, will effectively address the issues or resolve the controversy. (Q6e)	18	0%	6%	28%			67%					7.72 (2.37)	
				95%									
The extent to which you understand the terms of the recommendations. (Q6a)	18	0%	0%	22%			78%					8.56 (1.29)	
				100%									
The extent to which you feel that the agreement takes account of your interests. (Q6b)	18	6%	0%	33%			61%					7.72 (2.32)	
				94%									
The extent to which the agreement specifies a way it can be changed/modified if things don't go as planned. (Q6c)	17	6%	0%	53%			41%					6.59 (2.29)	
				94%									
The extent to which you are confident the agreement can be carried out in its current form. (Q6f)	18	0%	6%	22%			72%					7.56 (1.58)	
				94%									
The extent to which you are confident that the participants have built strong enough relationships with each other to ensure that the agreements reached will last. (Q6g)	18	0%	0%	39%			61%					7.28 (1.18)	
				100%									

Were there factors <u>beyond the control of the participants</u> in this collaborative process that had a significant impact on your ability to reach agreement (for example, a change in relevant regulations or in public support? (Q8)	Percent (%) frequency and the number of responses
Yes	29% (N=5)
No	71% (N=12)

**Factors that helped the participants in reaching agreement: (Q9a)**

- *MN DOT's flexibility*
- *Self-fulfilling mathematical modeling ([helped] them)*
- *Sell-out by (Name of Organization) ([helped] them)*
- *Business trumping environment*
- *The public's recognition that this project is necessary has gradually evolved/grown over the last decade or so.*

**Factors that hindered the participants in reaching agreement: (Q9b)**

- *State and federal laws*
- *Wisconsin's 1/4 mile rule for mitigation*
- *Self-fulfilling mathematical modeling (Name of Organization)*
- *Sell-out by (Name of Organization) ([hindered] us)*
- *Business trumping environment*
- *Money - as always*

Participants' collective capacity to manage and resolve this conflict is improved	n	Distribution of Responses Percent (%) of Respondent Ratings										Mean (Std)
		0	1	2	3	4	5	6	7	8	9	
The extent to which the participants were able to work together cooperatively to solve problems and resolve conflicts for this case or project. (Q19a - <i>Before the process began</i> )	17	18%	47%			35%			0%			3.35 (2.06)
						35%						
The extent to which the participants were able to work together cooperatively to solve problems and resolve conflicts for this case or project. (Q19a - <i>At the end of the process</i> )	17	6%	0%			12%			82%			8.24 (2.25)
						94%						
The extent to which the participants trusted each other. (Q19b - <i>Before the process began</i> )	17	41%	35%			24%			0%			2.53 (2.00)
						24%						
The extent to which the participants trusted each other. (Q19b - <i>At the end of the process</i> )	17	0%	0%			29%			71%			7.56 (1.27)
						100%						

Participants are satisfied with the process and the results	Percent Frequency and Number of Responses						
	<i>Totally Dissatisfied</i>	<i>Mostly Dissatisfied</i>	<i>Somewhat Dissatisfied</i>	<i>Neither Satisfied nor Dissatisfied</i>	<i>Somewhat Satisfied</i>	<i>Mostly Satisfied</i>	<i>Totally Satisfied</i>
Participant satisfaction with the process used. (Q24a)	6% (n=1)	6% (n=1)	0% (n=0)	6% (n=1)	0% (n=0)	44% (n=7)	38% (n=6)
					82%		
Participant satisfaction with the results of the process. (Q24b)	6% (n=1)	6% (n=1)	0% (n=0)	6% (n=1)	6% (n=1)	56% (n=9)	19% (n=3)
					81%		

Participants endorse ECR	n	Performance Category Percent (%) of Respondent Ratings												Mean (Std)
		0	1	2	3	4	5	6	7	8	9	10		
My first choice would be to use this type of process again for similar situations. (Q20a)	17	12%	0%				18%			71%			7.88 (3.12)	
							89%							
I would recommend this type of process to others in a similar situation without hesitation. (Q20b)	17	12%	0%				12%			76%			8.06 (3.15)	
							88%							
We could not have progressed as far as we did using any other process of which I am aware. (Q20c)	16	13%	0%				0%			88%			8.06 (3.00)	
							88%							

<b>If you had not participated in this collaborative process, what would have been the most likely process for the issues to be addressed or resolved?</b> <b>(Q16)</b>	<i>Number of responses</i>
Unassisted negotiation	2
Judicial settlement conference	0
Litigation	2
Lobbying or working to achieve legislative action	5
Rulemaking	0
Arbitration	0
Administrative proceeding (e.g., agency appeals process, contested process hearing, agency order)	1
Wait for a better time to take action	2
Don't know	5
Other (Please specify)	2
<ul style="list-style-type: none"> <li>▪ <i>FHWA, MNDOT, WSDOT would negotiate with NPS, MNDNR, WSDNR and other federal agencies and state agencies (permits), unassisted without the input of a much more diverse group, without such a comprehensive study.</i></li> <li>▪ <i>Combination – Litigation, Lobbying, Administrative proceedings, Wait for a better time to take action and Don't Know.</i></li> </ul>	

Process effectiveness compared to the most likely alternative to the collaborative process	n	Distribution of Responses Percent (%) of Respondent Ratings											Mean (Std)
		0	1	2	3	4	5	6	7	8	9	10	
The collaborative process we participated in <i>more effectively</i> addressed the issues or resolved the dispute. (Q17e)	14 N/A=4	7%	7%				0%		86%				7.93 (2.73)
							86%						
The results of the collaborative process <i>better</i> served the interests of the participants. (Q17a)	14 N/A=4	7%	7%				14%		71%				7.93 (3.22)
							85%						
The participants are <i>more likely</i> to be able to work together in the future on matters related to this case or project. (Q17b)	14 N/A=4	7%	0%				14%		79%				8.00 (2.75)
							93%						
The results of the collaborative process are <i>less likely</i> to be challenged. (Q17c)	14 N/A=4	14%	14%				21%		50%				6.64 (3.25)
							71%						
The collaborative process we participated in led or will lead to a more informed public action/decision. (Q17d)	14 N/A=4	7%	0%				29%		64%				7.71 (2.81)
							93%						

Process cost-efficiency compared to the most likely alternative to the collaborative process	N	Distribution of Responses Percent (%) of Respondent Ratings											Mean (Std)	
		0	1	2	3	4	5	6	7	8	9	10		
The collaborative process we participated in was <i>less</i> expensive. (Q17h)	11 N/A=4	27%			36%			27%		9%				3.91 (2.66)
								36%						
The collaborative process was more expensive, <i>but the extra costs were worth the investment.</i> (Q17i)	10 N/A=3	0%			0%			20%		80%				8.20 (1.55)
								100%						
The collaborative process we participated in took <i>less</i> of our time. (Q17f)	14 N/A=4	36%			7%			36%		21%				4.14 (3.28)
								57%						
The collaborative process we participated in took more time, <i>but the extra time was worth the investment.</i> (Q17g)	11 N/A=3	9%			0%			18%		73%				7.55 (2.98)
								91%						



Benefits outweigh the costs	n	Distribution of Responses Percent (%) of Respondent Ratings											Mean (Std)
		0	1	2	3	4	5	6	7	8	9	10	
I feel the benefits of this process will outweigh the costs. (Q20d)	17	6%		6%			0%			88%			8.29 (2.71)

In very general terms, what did this collaborative process accomplish? (Q21) (Check all that apply)	Number of responses
A potentially costly or divisive dispute or controversy was <i>likely</i> avoided. (Q21a)	9
An impasse (stalemate) was broken. (Q21b)	15
A crisis was averted. (Q21c)	3
Conflict didn't escalate. (Q21d)	8
Costly or protracted litigation was avoided. (Q21e)	7
Relationships among parties in this process were improved. (Q21f)	16
The process resulted in timely decisions and outcomes. (Q21g)	7
Nothing was accomplished. (Q21h)	1
The process made the issue or dispute worse. (Q21i)	0

**What long-term outcomes do you anticipate as a result of the agreement/decision made during the process (including if agreement was not reached).** Please consider that these outcomes can be positive or negative, and they can be of many types, such as effects on the natural environment or on cultural resources, changes in social or community relationships, economic development, and so on. (Q22)

- *There is a "hope" that this project can move forward.*
- *There is a realization that more collaborative work will be required.*
- *There is an understanding of what "commitments" must be followed through.*
- *Complex mitigation schedule will be difficult to track.*
- *Cultural resources are adequately protected/treated during the new bridge project.*
- *(1) If built, the bridge will convert NW WI into sprawl. (2) Transit - the right not to drive - may be implemented later, but after (1) above rather than instead of (1) above. (3) The 'scenic' in 'scenic and recreational' will be rendered moot by this precedent if it stands.*
- *Bridge will be built*
- *Development in St. Croix and Polk Counties will be accelerated dramatically. This "suburbanization" will change the culture of the area and adversely affect the natural environment and existing land uses. (e.g., agriculture) Infrastructure (e.g., wastewater treatment, local roads) will be strained.*
- *Traffic movement will improve (short-term) and economic development will be stimulated.*
- *A new bridge crossing the St. Croix River will get built - in the long term preferred south corridor, while maintaining the historic lift bridge downtown Stillwater-an "icon" of the valley and local environs, as a pedestrian - bicycle crossing in a loop trail as part of the mitigation for the new bridge. Both good individual and together outcomes, not a certainty in 2001. Traffic congestion reduced in Downtown Stillwater. Accelerated growth in development in western Wisconsin.*
- *Hopefully this process will be used much sooner in other similar disputes - I do not expect the agreed results to take place due to lack of money.*
- *Increased development on the Wisconsin side with its associated adverse impacts to water quality of the St. Croix river and loss of wildlife habitat and air quality.*
- *That this bridge will be built in a timely manner.*
- *The project will be allowed to proceed. Agency approvals will be given. Better relationships will help resolve issues on other projects.*
- *A bridge will be built!*
- *The vocal few minorities will become more active, demanding, and more costly for the public.*
- *The public will be more vocal earlier on what they want and demand.*
- *Long term relationships among the stakeholders were strengthened.*
- *It put forth empirical evidence that was much needed to validate the urgency of this project on a broad basis.*

- *The drawbridge will remain (this could have occurred without process).*
- *A new fixed bridge will be authorized/built.*
- *Quality of St. Croix Valley perpetuated/improved.*
- *Stillwater area will be enhanced environmentally, economically and from transportation standpoint*

**What are the top 3 things that, over time, you would need to see happened as evidence that the process was successful? (Q23)**

- *A collaborative effort to seek funding.*
- *A collaborative effort to hold to the commitments in the MOU's.*
- *A collaborative effort to defend the results of the agreements when challenged.*
- *Bridge is built per agreements within 10 years.*
- *No legal action on project.*
- *Mitigation agreed to actually occurs.*
- *Design fruition.*
- *Various work groups continue.*
- *A realistic, workable long-term management/financial plan for the historic lift bridge.*
- *Adequate directional signage to downtown Stillwater when new bridge is complete.*
- *Successful relocation and rehabilitation of historic [illegible] mill.*
- *Bridge is built on time/budget.*
- *Mitigation funding and process are used successfully.*
- *Opening of the new bridge crossing the St. Croix scenic river, with posted speeds of 45 MPH?, to enjoy the view of the valley.*
- *The historic lift bridge being utilized and enjoyed by pedestrians and bicyclists in a loop trail system.*
- *The mitigation package aimed at managing growth in development in western Wisconsin will be spent/utilized wisely for optimum results in the St. Croix river area.*
- *In the future this approach to problem solving will be used by MN DOT/FHWA.*
- *Full implementation of all mitigation measures and the MOA and MOU's.*
- *The bridge would be built by 2014.*
- *The MOU groups continue working together toward common goals.*

- *The project is constructed.*
- *A public survey indicates satisfaction with the project once it's constructed.*
- *All mitigation measures are completed.*
- *A quality built structure will need to last. No bells and whistles.*
- *Prudent spending on amenities, stick to the basics - get 'er done!*
- *Documented evidence proving or disproving speculations that drove the long and costly expenditure of my/our time and organizations to streamline future processes.*
- *MOA mitigation fully funded and implemented.*
- *Project schedule keep on track.*
- *Money appropriated to the project.*
- *Gave momentum to political process to fund.*
- *Underscored the need to promptly go ahead with project now.*
- *Put owness [sic] on federal and state agencies prioritize project.*
- *Bridge built/authorized/funded*
- *Trail created and was a success - used, maintained.*
- *Use of and interest in St. Croix River maintained and increased.*

#### **What single factor contributed most to your overall level of satisfaction? (Q25)**

- *An overwhelming majority of the stakeholder group was willing to support the final product*
- *A SFEIS is being endorsed by "opposing" parties, and a commitment not to file challenges*
- *Upholding the spirit of wild and scenic rivers act while preserving lift bridge*
- *Confidence in process and facilitator*
- *Transit/TDM/TSM excluded (transit) as deferment or rendered irrelevant*
- *Parties were able to soften their positions in order to help meet others' needs.*
- *The facilitator's ability to keep the diverse (28) stakeholders on track throughout the comprehensive review of multiple issues over a period of three plus years while allowing everyone's viewpoints to be heard openly.*
- *Major issues resolved well*
- *NHPA Section 106 MOA*
- *The participants were able to work together and build a consensus*

- *The majority of stakeholders were in agreement with the outcome*
- *A bridge being built and this is "nobody's first choice" (my quote)*
- *civil discourse around the table among stakeholders*
- *Facilitation and the personal qualities of [the facilitator]. The process has shown that a critical factor to success is the people involved and not just the policies. With proper motivation people can make/apply appropriate policies. Discretion is key factor, and facilitator responsible for stimulating this factor.*
- *Methodology of using good collateral materials to vet evidence supporting project.*

**What is your top suggestion on how this collaborative process could have been improved? (Q26)**

- *I don't know - we adjusted and revised plans as necessary to keep the process moving forward - frustrating at times, but necessary.*
- *Greater adherence to timelines.*
- *Facilitator too deferential to vocal, parochial local interest.*
- *Perhaps, at a few points, more "behind-the-scenes" (between meetings) facilitation.*
- *Not sure - NEPA appears toothless in the face of applicable modeling/funding structures. Roads/motor vehicle traffic self-fund, self-fulfill, and self-implement.*
- *We spent a lot of time talking about issue(s) that our organization was no interest in (e.g. historic preservation). Much of this work could have been done "off-line" by committee(s) - as was done with mitigation.*
- *"NONE" of substance.*
- *At the beginning the roles and responsibilities of the facilitator, two DOT's and FHWA should have been better identified.*
- *Shut down earlier disruptive people that "break" the rules/guidelines spelled out in the beginning.*
- *Better graphics and visual aids.*
- *More frequent communication between stakeholders.*
- *Review the original participants. Seemed too many and redundant views. This may have been pre-determined based on past actions.*

### **Additional comments provided by the respondents (Q27)**

- *In order for this process to work, there needs to be a philosophical agreement on how to manage conflict among the key leaders within the group - this is difficult and takes time to develop.*
- *Excellent process. Value of context sensitive design. Patient innovative DOT personnel.*
- *Macro-environmental realities are carefully and thoroughly excluded. 'Free market' as defined by people's "choice" to drive is a closed loop. The public is choosing to trash the environment in this case, but NEPA's framers did not intend that.*
- *A better outcome was achieved through the stakeholder resolution process.*
- *I have grown as a person through this process. Learned patience etc. "Like picking raspberries" - you need to approach the issues from many different angles to get all the "fruit"/"truth"/"facts"/"issues" or whatever you/we are looking for to find them. Can't fix 'em if you can't find them. I was pleased to see the regulatory agencies look to the "intent" of laws/rules/regulation documents rather than just the "content" of them. (i.e., interpretations of certain words used "at the time" written.)*
- *Good effort and great result.*
- *It was a very positive experience, well managed. People still carried misconceptions, but over time they were corrected. Biggest value is information exchange - got it right.*

### Additional comments noted by respondents throughout the report:

Q6e: The extent to which the agreement, if implemented, will effectively address the issues or resolve the controversy.

- *We did not sign agreements*

Q7g: I (or the organization I represent) will likely engage in another collaborative process.

- *Municipal Consent*

Q9: IF you indicated 'YES' in #8, please list the factors that HELPED the participants in reaching agreement:

- Struck out "participants" and replaced with *"all others except possibly I ally, (Name of Organization)"*.

Q9: IF you indicated 'YES' in #8, please list the factors that HINDERED the participants in reaching agreement:

- Struck out "participants" and replaced with *"us"*.

Q12b. The participants had sufficient authority to make commitments on behalf of their organizations.

- *It's difficult to state with certain[ty.] I think most could speak for agency/org but I don't know if they could individually commit agency. Some could not.*

Q13f: The extent to which the mediator/facilitator made sure that no one dominated the process or other participants.

- *Under NEPA, environmentalists no longer have any power when DOTs won't play ball.*

Q13j: The extent to which you would recommend the mediator/facilitator to others in a similar situation without hesitation.

- *without hesitation; highly recommend*

Q14a: The extent to which the participants worked together cooperatively on the key issues in this case or project.

- *Under NEPA, environmentalists no longer have any power when DOTs won't play ball.*
- *too many cases of threats of litigation if things weren't done*

Q14b: The extent to which the participants, as a group, represent an appropriate range of all affected concerns.

- *The only public group not represented was navigation, but CG spoke for their concerns*

Q14d: The extent to which trust was built among the participants.

- *Over time, but still concern at last meeting of whether and how agreements would be monitored*

Q14e: The extent to which the process helped you gain a better understanding of each other's views and perspectives.

- *Already had it.*

Q14f: The extent to which other participants understood your views well enough that they could state them accurately.

- *Don't know, only guess*

Q14g: The extent to which the process helped you identify and focus on the key issues that had to be addressed.

- *Already knew the issues before process began*

Q14h: The extent to which the process helped you identify appropriate alternative ways for dealing with issues that could not be handled through this process.

- *Under NEPA, environmentalists no longer have any power when DOTs won't play ball.*

Q15b: I understood all important information and data used in this process.

- *Vehicle use model a little hazy; understand central concept but details are difficult*

Q15d: The validity of the information used in this process was accepted by all of the participants.

- *Vehicular modeling disputed by one organization. Seemed illogical/irrelevant*

Q16h: If you had not participated in this collaborative process, what would have been the most likely process for the issues to be addressed or resolved? Wait for a better time to take action.

- *That was the course we were on in 2000*

Q17b: The participants are *more likely* to be able to work together in the future on matters related to this case or project.

- *Some will continue to be self-serving which organizations tend to be.*

Q17c: The results of the collaborative process are *less likely* to be challenged.

- *If so I believe the case will be lost*

Q17d: The collaborative process we participated in led or will lead to a *more informed* public action / decision.

- *Public is ready for the bridge and want a bridge*

Q17e: The collaborative process we participated in more effectively addressed the issues or resolved the conflict.

- *When compared to past activities.*

Q17g: The collaborative process we participated in took more time, but the extra time was worth the investment.

- *If our "decision" is not challenged legally*
- *Hard to answer*

Q17h: The collaborative process we participated in was *less* expensive.



- *Difficult to assess with accuracy*

Q17i: The collaborative process was more expensive, but the extra costs were worth the investment.

- *If (1) the collaborative process was indeed more expensive and (2) our decision is not challenged legally.*
- *Not more expensive*

Q18c: The extent to which you/your organization had the resources needed to participate effectively in this collaborative process.

- *All three indicate the importance placed on the process*

Q19a: The extent to which the participants were able to work together cooperatively to address issues and resolve conflicts for this case or project.

- *Too many misconceptions about possible alternatives. Did have all the facts.*

Q20: Using the scale above, please rate the following statements about the value of this collaborative process to yourself and others.

- *The law and practice are being misused*

Q21e: At this point in time, in very general terms what did this collaborative process accomplish? Costly or protracted litigation was avoided.

- *I hope*

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